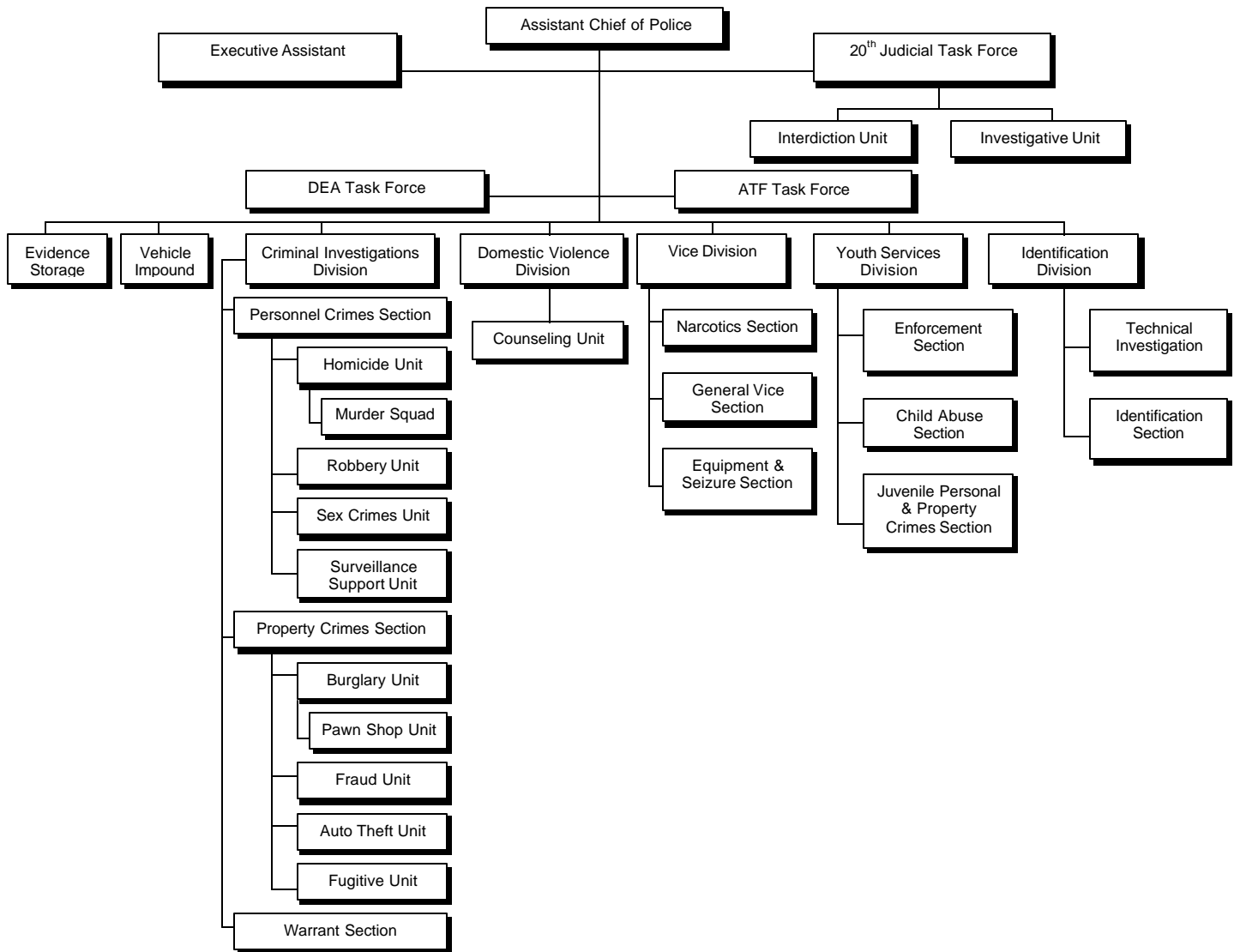

4.0 INVESTIGATIVE SERVICES BUREAU

One of three major bureaus in the department's current organization, the Investigative Services Bureau houses the criminal investigative functions. An organizational chart for the entire Bureau is shown below as Exhibit 4-1

**EXHIBIT 4-1
CURRENT ORGANIZATIONAL CHART
INVESTIGATIVE SERVICES BUREAU**



The divisions that make up the Investigative Service Bureau (ISB) are:

- **Criminal Investigation Division** (Personal Crimes and Property Crimes and Warrants Section). CID is the largest Division in ISB and contains many individual units. An organizational chart for this division is shown at the end of this chapter as Exhibit 4-2.
- **Identification Division.** This division has both in-house staff and field personnel. The two major sections are: Technical Investigations—the field crime scene staff; and Identification—the fingerprint examination staff; (including AFIS system). An organizational chart for this division is shown at the end of this chapter as Exhibit 4-3.
- **Evidence Storage Division.** This division is responsible for secure storage of all property and evidence in the custody of MNPd. These include narcotics, firearms, jewelry, cash, valuables of any type and size, and any physical evidence in current cases, unsolved cases, or other cases that must be maintained for any reason. An organizational chart for the Evidence Division is shown as Exhibit 4-4.
- **Domestic Violence Division.** This division investigates all cases of reported Domestic Violence. They do direct investigation and also provide counseling services to victims and their families. This is one of three areas in the department that provides some type of counseling services. An organizational chart is shown as Exhibit 4-5.
- **Youth Services Division.** Youth Services is the “Juvenile Division.” Its functions include the Enforcement Section, the Child Abuse Section, and the Juvenile Personal and Property Crimes Section. These sections encompass the normal juvenile investigative functions found in a major investigative unit. An organizational chart is shown as Exhibit 4-6.
- **Vehicle Impound Division.** This division is responsible for all vehicles and bulky outdoors-type property seized by the department. Vehicles are held due to parking violations, criminal violations, for possible forfeiture action, in conjunction with traffic accident investigation, or due to being recovered after having been reported stolen. This division’s organizational chart is shown as Exhibit 4-7.
- **Vice Division.** This division is responsible for traditional vice enforcement, focusing on crimes such as gambling, prostitution, and illegal drugs. The Vice division has both street level and long-term units. These focus, respectively, on visible, immediate problems and problems that require more sophisticated and lengthy investigation. This division’s organizational chart is shown at Exhibit 4-8.

CID is commanded by a major. All other divisions within ISB are commanded by captains. In addition to the Divisions, this Bureau is also responsible for the various Task Forces to which the department is a member. The Task Force personnel report directly to the Bureau Chief instead of through one of the divisions.

While the issues faced by ISB are shared by many of the Divisions, each individual area also has separate concerns. These will be dealt with in order, beginning with issues that are relevant throughout the entire Bureau.

4.1 Bureau Management

FINDING 4-1

The ISB Chief has a total of at least 11 direct reports. These are the seven division commanders, one Executive Assistant, and the three Task Forces. This is a large number of direct reports, especially given the volume on ongoing activity. Given the variety of issues involved, and the frequency of high-profile investigations, it is not possible for the Bureau Commander to provide the attention necessary to each of these areas.

Included in ISB are functions that are not traditionally found in an investigative unit. These functions are the Evidence Division and the Vehicle Impound Division.

The Evidence Division is a purely administrative function. It is not linked to investigations in any direct manner. There is no need for it to be part of ISB.

RECOMMENDATION 4-1

The number of direct reports to the Bureau Chief should be reduced. This can be accomplished by the transfer of two of the current ISB divisions to the Administrative Services Bureau, and by the transfer of the Vice Division to the Special Investigations area in the proposed Support Services Bureau. The Evidence Division and Vehicle Impound Divisions, normally found in administrative units, should be transferred.

IMPLEMENTATION STEPS

Note: Also see recommendation 1-6

1. Adopt new organizational structure.
2. Transfer Evidence and Vehicle Impound Divisions to the Administrative Services Bureau. Transfer Vice to the Support Services area.

FISCAL IMPACT

There will be no fiscal impact. This is just a transfer of existing personnel from one area of responsibility to another.

FINDING 4-2

The Vehicle Storage Division was formerly a part of the Evidence Division. There is no compelling reason for it to be treated as a separate division. The size and complexity of this function does not warrant either division status or being commanded by a Captain. This function is closer in size to sections of other divisions, and could easily be commanded by a non-sworn supervisor. (See Finding 4-13 for more description of this topic.)

RECOMMENDATION 4-2

The Vehicle Storage Division should be combined with the Evidence Storage Division. This division was formerly part of Evidence Storage. It is not of sufficient size or complexity to warrant separate division status. This unit should be commanded by a non-sworn supervisor and the police officers now assigned to this function could be reassigned direct law enforcement duties.

IMPLEMENTATION STEPS

1. Transfer the Vehicle Storage Division as a section of the Evidence Division. Reassign the current sworn personnel to other duties.
2. Assign a non-sworn supervisor to head the Vehicle Storage Section.
3. Review operating policies and procedures to ensure consistency with those of the Evidence Division.

FISCAL IMPACT

There may be a slight reduction in salary costs due to the replacement of sworn personnel.

4.2 Issues Common throughout the Bureau

FINDING 4-3

Not enough computers of proper type or capacity exist for Detectives to make effective use of automation. In all areas, computers and workstations are shared. This results in Detectives waiting to use computers, wasting time, and impacting individual and unit productivity. In the Homicide area the ratio is three Detectives for each computer.

The available computers are not uniformly capable of carrying out all required functions. Due to the age of the available computers, they have limited processing capacity. This old technology results in some complex programs such as the mugshot program not running well, or at all, on some of the older machines.

Laptop computers are not available for use by Detectives. All currently available computers are desktop models, which further limits the flexibility of the Detectives. Due to the nature of their work, Detectives could benefit tremendously from the availability of lap top computers.

RECOMMENDATION 4-3

Laptop computers should be obtained for all Detectives. Some old patrol laptops are becoming available. If these machines have sufficient capacity to be utilized effectively, or if they can be economically upgraded to be effective, this may be a way to provide additional computers to Detectives. Since many of these units are being replaced because they are inadequate for Patrol, MNPD should carefully consider whether these machines will actually be serviceable. As part of the development of the Department's overall Technology Strategic Plan (See Recommendation 1-4), the issue of number and type of computers for Detectives should be addressed.

Current desktop computers should be replaced with laptop computers with docking stations. While laptop computers will be a great help, they will need to have docking capability to enable the replacement of desktop machines still needed in the office, and the various operating systems need to be compatible.

IMPLEMENTATION STEPS

1. Give high priority to acquiring additional computers for Detectives in the department's technology plan. The plan should address laptops and desktop computers.
2. Allocate funds already set aside for new computer purchases next year for some of these purchases.
3. Carefully review the laptops being replaced in Patrol before passing these on to Detectives.
4. Review the need for computers in ISB, and make internal reallocations where appropriate.

FISCAL IMPACT

The fiscal impact has been previously addressed in Recommendation 1-5.

FINDING 4-4

Sufficient office space is not available to allow for acceptable working conditions. Many units in ISB have serious space needs. Many units make do with space that is available, but not suited for their purposes. In many units the effectiveness of staff is hindered due to overcrowding.

- Detectives in the headquarters units share cubicle spaces that do not allow enough desk space to work on case files. As many as three detectives are sharing one desk. The current cubicles provided for detectives make telephone use very difficult, as there is frequently too much background noise to carry on a conversation. There is not enough room for case file storage, which encourages Detectives to take files out of the office. This is not good practice. Other than the two small interview rooms, there is no place to conduct informal interviews or meet with victims or witnesses.
- The current Domestic Violence facility is located in the old municipal bus maintenance facility. This location is not adequate for either current or long-term needs.
- The Evidence Division has serious space needs. The current building is very crowded and should be considered for long-term expansion.
- The Identification Division has serious space needs both in the headquarters-based fingerprint identification unit and at the field examination facility.

RECOMMENDATION 4-4

Additional ISB office space needs to be obtained. Plans should be made to transfer some of the current ISB units to other areas to allow the units that remain in the HQ Building to be given a more reasonable allocation of working space. These space and facility needs should be addressed as part of the previously recommended overall departmental space study.

IMPLEMENTATION STEPS

1. Review the space needs of ISB as part of the overall space needs study of the department.
2. Special consideration should be given to Domestic Violence, Evidence, and Identification Division needs.
3. Consider moving Youth Services outside of the HQ building, thereby freeing up space needed for other units.

FISCAL IMPACT

The costs of the Space Needs Study is included in a previous recommendation.

FINDING 4-5

There is no formal training program for new Detectives. Officers assigned as detectives are recognized as needing additional training, and do receive investigations related training, but there is no prescribed set of training standards. Officers selected for detective assignment should receive specialized training in investigation, interview

techniques, and collection of evidence. Whereas such training may be obtained over time, depending on the availability of funds and workload permitting, there is no formal plan to ensure that all detectives receive this training within a set period of time. This inconsistent approach to training can limit the effectiveness of Detectives and can hinder their ability to prepare cases in such a manner as to either reach a successful conclusion or prevail in court.

RECOMMENDATION 4-5

A formal Field Training Program for new Detectives needs to be developed and provided for each newly assigned investigator. Rookie police officers are provided with a Field Training Program when they first enter law enforcement. Although the detective function is still a police officer function, it requires additional skills and knowledge if the new Detective is to be effective in a reasonable period of time. It is considered a best practice to provide both introductory training for new detectives and ongoing skill enhancement training for existing detectives. Especially if a career development/rotation program is pursued, it will be critical to ensure that new Detectives have the appropriate foundation for their new duties.

IMPLEMENTATION STEPS

1. Develop a formal training outline for new Detectives. This training should cover both the overall skills needed and specific training needed for the individual assignment.
2. Identify and train Detective Training Officers . These would be senior detectives possessing the job knowledge and skills necessary to train/mentor new Detectives.
3. Field test the new training program on a new group of Detectives.
4. Modify the program as found necessary.
5. Adopt and implement a formal program.

FISCAL IMPACT

This training program can be developed by MNPD. There will be no additional fiscal impact.

FINDING 4-6

ISB should routinely evaluate workload demands and reallocate investigative positions internally. We did not find any formal workload analysis or evidence of shifting of resources within ISB to make the best use of available staff. Each unit is treated individually; vacancies are absorbed within the unit.

It would be common for a Bureau such as ISB to periodically adjust staffing of the various units by a reallocation of current staff as required to balance workload and investigative priorities. Crime patterns change, serious problems are resolved, and new

critical issues emerge. For this reason, it is desirable to periodically review how Detectives are being assigned. Some areas may be overstaffed given current priorities. Other areas may need additional support. Without formal workload analysis, adjustments of this type cannot be made.

RECOMMENDATION 4-6

Conduct workload analysis to determine if Detectives are assigned appropriately across ISB. It may be possible to shift some officers within the Bureau if workload patterns have changed. Workload review will also determine if Detectives are carrying reasonable caseloads. Existing Detective vacancies should be carefully examined before being filled. Internal allocation and utilization of existing ISB positions should be evaluated carefully before any additional positions are added. The proposed Strategic Deployment division should work with ISB in carrying out this review.

IMPLEMENTATION STEPS

1. Conduct a detailed workload analysis of each Division, Section, and Unit in ISB. Review current workload and historic patterns .
2. Develop a standard for a “normal” workload for ISB. Units with a significant number of Detectives beyond the normal workload should be considered for additional personnel.
3. Review any units with officers carrying cases below the normal workload level for a possible reduction of personnel.
4. Determine if additional officers from other areas can be reallocated to ISB if workload demands cannot be addressed within ISB. The first areas to be reviewed should be the other investigative areas, Vice, Criminal Intelligence, and OPA.
5. Request additional Detectives in the budget if workload demands cannot be addressed within other Investigative Areas. This assumes that all available officers that can be reallocated from noncritical jobs will be moved to Patrol. If this is not the case, some of these officers should be moved before new positions are added.

FISCAL IMPACT

If Detectives can be moved from units with less activity to more active units, there will be no fiscal impact. Even if all units have more workload than they can manage, it may still be necessary to shift some Detectives just to ensure that major cases get adequate attention. Likewise, if officers from other areas can be moved into ISB, there will be no fiscal impact. If no officers can be transferred, and if the workload studies indicate a need for more detectives, there will be a future budget year impact.

4.3 Criminal Investigation Division

The largest unit in the ISB, the Criminal Investigative Division, contains the Property Crimes and Personal Crimes Sections. Organizational Charts for the Personal Crimes Section and the Property Crimes Section are shown as Exhibits 4-9 and 4-10 at the end of this chapter.

FINDING 4-7

Detectives in the Homicide Unit do not have assigned vehicles. They are the only investigators in the department that do not have assigned vehicles. We observed time lost while Homicide detectives found an available police vehicle and then moved files and equipment into that car from their personal vehicle. At the end of the shift, this process is repeated. If priority were the criterion for assignment of vehicles, these detectives, who investigate crimes against persons, would be at the top of the list. As all other detective units have assigned cars, it is not reasonable for these detectives not to have vehicles. The availability of an assigned car would enhance productivity significantly.

RECOMMENDATION 4-7

Assign vehicles to the Homicide Unit Detectives. In addition to increasing productivity, a significant impact on morale could also be expected from this move, as these officers are very aware they are the only ones not now assigned vehicles. This would require 18 dedicated vehicles for Homicide detectives.

IMPLEMENTATION STEPS

1. Determine how many Detectives require vehicles.
2. Determine from the fleet allocation review (Recommendation 1-13) the availability of vehicles.
3. Assign as many cars as possible to Homicide Detectives who do not have cars.
4. If not all can be assigned cars, additional vehicles should be required.

FISCAL IMPACT

If vehicles within the existing fleet can be reallocated, there will be no fiscal impact. If vehicles cannot be reallocated, there will be a direct cost of the vehicles to be purchased of approximately \$30,000 per vehicle, or \$540,000.

4.4 Domestic Violence Division

This area handles all follow-up of reported Domestic Violence and provides counseling services to victims. Detectives work two shifts daily, and are on call during the hours no Domestic Violence detective is on duty.

COMMENDATION

- The remote location of the Domestic Violence Unit makes it less threatening to victims. The current location provides parking directly outside and allows victims to enter and leave with minimal embarrassment.

RECOMMENDATIONS

There are no recommendations made for this division. See finding 1-3 related to the need for evaluation of space and facility needs for this division.

4.5 Evidence Storage Division

COMMENDATIONS

- Division Commander has identified numerous areas for improvement and is working toward correction of deficiencies in process and capacity.
- Every weapon taken into property and evidence is test fired for ballistic matching against open cases.
- High-risk areas have received appropriate attention. Cash controls, narcotics control, and weapons control have been carefully designed.

FINDING 4-8

This area is very overcrowded in general, especially in the Narcotics area. The challenges being faced in the storage of narcotics are significant. Very large quantities of narcotics are being held as evidence awaiting trial. Also, unknown quantities of narcotics that are no longer needed for trial can be destroyed, freeing up needed storage capacity.

RECOMMENDATION 4-8

Work with the District Attorney's Office to prioritize the destruction of narcotics. Removal of any narcotics no longer needed for trial will free up space, reduce risk, and assist in air quality issues. The Evidence Division, the Vice Division, and the District Attorney's Office should work closely together to ensure the status of narcotics cases is

known. Early identification of resolved cases will allow the Evidence Division to more quickly dispose of narcotics evidence no longer needed.

IMPLEMENTATION STEPS

1. Charge at least one full-time employee with responsibility for tracking the orderly destruction of narcotics evidence and property as aggressively as possible.
2. Create or maintain a system that will identify all narcotics and other controlled substances and related paraphernalia that may be destroyed.
3. Remove these items from the storage area and destroy them.

FISCAL IMPACT

If this can be accomplished with existing staff, there will be no fiscal impact. There may be a short-term need for the use of overtime to conduct the initial purging of these items. If existing staff cannot maintain this process, it will be necessary to reallocate existing staff to support this area.

FINDING 4-9

A number of weapons confiscated each year would be suitable for retention as part of the department's Firearms Reference Collection. These are weapons needed for comparison examination purposes. At the present time these items are being destroyed. If retained, these firearms would assist the Identification Division firearms examiners in their work.

RECOMMENDATION 4-9

Give priority to retention of weapons for departmental use in the Firearms Reference Collection. One sample weapon of each type for comparison purposes is needed. Saving these weapons could be done at no cost to the department, as they would otherwise be destroyed.

IMPLEMENTATION STEPS

1. Submit a list of desired firearms types from the ID Division Firearms Section to the Evidence Division.
2. The Evidence Division should put in place a procedure to identify weapons on this list.
3. The Chief of Police should authorize the retention of these weapons.

FISCAL IMPACT

There will be no fiscal impact. If these weapons had to be purchased, it would be a considerable cost. As this expenditure is avoided, this recommendation represents an actual savings.

4.6 Identification Division

The ID Division is run as two functional units: the Identification Section and the Technical Investigations and Lab Section, which contains the Firearms and Forensics Unit. These units are housed in different buildings. Both sections are commanded by a Lieutenant, with the Identification Section Lieutenant being located in the HQ building, as is the Division Commander.

COMMENDATIONS

- Digital photography has taken the place of conventional “wet film” allowing for easier handling of crime scene photos.
- The elimination of “wet film” has allowed the removal of all photo darkroom equipment, providing valuable office space for the ID Unit.
- The Department has state-of-the-art ballistics comparison equipment, allowing for much quicker and more thorough testing of firearms thought to be involved in crimes.
- The Department has maintained a practice of internal promotion of latent fingerprint examiners, which provides a career ladder for non-sworn employees in this division.
- The Department is upgrading its Automated Fingerprint Identification System (AFIS), moving to “second generation” technology before most departments have even acquired initial AFIS capability.

FINDING 4-10

The field personnel assigned to the Technical Investigations Section are all sworn officers. MNPd uses only sworn personnel as field ID technicians. Although such a practice was once common, most agencies moved away from using sworn officers in this type of assignment many years ago. The duties of the field ID personnel, while very technical and requiring significant training, do not require sworn arrest power.

RECOMMENDATION 4-10

Phase out the use of sworn officers as Technical Investigations Officers as soon as possible. Field ID personnel in many other agencies are highly trained civilian employees. This change could eventually free up approximately 20 officers for other duties. Any replacement positions used in this area should be civilian employees. Existing personnel should be replaced as quickly as civilian employees can be reallocated and trained for this assignment.

IMPLEMENTATION STEPS

1. Fill any vacancies for field ID personnel with civilian employees.
2. Provide specific professional training to all replacement employees.
3. Develop a plan for the phasing out of all sworn officers.
4. Replace all sworn officers by a certain date.

FISCAL IMPACT

Replacing these sworn officers will free them up for other assignments requiring arrest power. While they may be replaced with highly trained civilian employees, there will not be significant savings in salary costs. However, there would be savings in pension and fringe benefit costs.

FINDING 4-11

A lack of computers and a lack of capacity with existing computers seriously hinder the Technical Investigations officers doing the paperwork on their calls.

The field personnel, who use Computer Aided Design (CAD) programs to make crime scene sketches, do not have notebook computers for field use. Therefore they have to do paper preliminary sketches and then transfer their work to the CAD program in the office. This duplication of effort increases time required and makes mistakes more likely. Downloading of digital photos is one activity that takes an excessive amount of time due to the limited capability of the available computers. At least one of the officers mentioned doing this at home so he could do it more quickly and efficiently.

RECOMMENDATION 4-11

Upgrade desktop computers used by the Technical Investigations Officers and provide laptop computers to accomplish the work required. Computer Aided Design programs are used for drawing of crime scenes. The technical investigations officers also make use of digital photo technology, which requires the frequent downloading of digital photos. Both of these applications require very high end computer capacity. Their type of work makes the application of a laptop computer a very effective use of technology. If laptops of sufficient capacity are provided, the use of docking stations may eliminate the need for upgrading the current desktop computers.

IMPLEMENTATION STEPS

1. As part of the overall technology needs assessment for the department, consider the needs of the ID Division personnel.
2. Upgrade existing computers to perform satisfactorily.
3. Provide all ID field personnel with laptop computers to allow use in the field.

FISCAL IMPACT

The fiscal impact for this recommendation was stated in a previous finding.

4.7 Task Forces

The department participates in several Task Forces. These include the 20th Judicial District Task Force, the ATF Task Force, and the Violent Crimes Task Force. Detectives and Detective supervisors are assigned to these multiagency operations.

COMMENDATIONS

- MNPB's participation in these Task Forces gives it a voice in how multijurisdictional investigations are carried out.
- Task Forces also enable the department to obtain significant outside assistance on complex investigations that it might not otherwise be able to undertake or sustain.

FINDING 4-12

The results and effectiveness of the Task Forces are not documented at this time.

There is not a lot of documentation available concerning the outcomes of cases handled by the task forces. This lack of detail makes it difficult to quantify and communicate the value these task forces actually provide. This also helps to create concern within the department as to the benefits of participation in the task forces. Officers are not well informed about the objectives of the task forces or the duties of the assigned officers.

From discussions with the Chief of Police, it would seem the Task Forces provide significant benefits in terms of the scope of investigation made possible by this participation and in terms of the number of arrests being made. He was aware of many specific positive results of the task forces. If this information can be compiled, it should more clearly illustrate the advantages of task force participation.

RECOMMENDATION 4-12

Determine the cost/benefit of participating in each of the Task Forces. Included in this analysis should be: type and number of major cases completed, value of assets seized for department, and number and type of arrests made.

The results of this analysis should be distributed throughout the department so officers can better understand the purpose and impact of any continuing Task Force participation. It is important to ensure that the regular officers understand the duties that all specialized officers, including task force officers, are performing.

IMPLEMENTATION STEPS

1. Conduct a detailed analysis of the costs and benefits of participation in each of the task forces. This analysis should be conducted by the Strategic Deployment Division staff, in conjunction with ISB.
2. Present the conclusions of the analysis to the Chief and the Command Staff.
3. Decide to continue, discontinue, or modify the participation of the department in each of the Task Forces.
4. Share the outcome of the analysis with all personnel so they understand why the department feels its participation in the Task Forces is worthwhile, if that is the outcome.

FISCAL IMPACT

The actual analysis of participation in the Task Forces can be performed in-house with no fiscal impact. The results of the analysis may conclude that the current level of staff participation is appropriate, should be increased, or should be reduced. Depending on these results, there could be a fiscal impact.

4.8 Vice Division

The Vice Division handles the investigation of normal vice crimes: gambling, prostitution, and narcotics. Particular emphasis is placed on seizure of assets. Many vehicles are obtained for departmental use by this unit.

COMMENDATION

- The aggressive use of the forfeiture statutes allows for the seizure of vehicles and other assets that enable the department to maintain a sizeable "Drug Fund" for the purchase of equipment dedicated to drug enforcement, offsetting expenditures that would otherwise have to be made with tax dollars.

RECOMMENDATIONS

No recommendations are made in this section.

4.9 Vehicle Impound Division

This division is responsible for maintaining all vehicles and bulky property (not suitable for storage in the Property and Evidence facility) seized by MNPd. These include cars, trucks, recreational vehicles, boats, buses, motorcycles, heavy equipment, and any other motorized or bulky item not suitable for inside storage.

COMMENDATION

- The Impound Lot is a large facility with ample storage for the immediate future. It is purpose built and is generally well-suited for its purpose.

FINDING 4-13

Police Officers and civilian employees work side-by-side doing essentially the same job. The core job functions do not require sworn authority. Officers are considered desirable due to the need to patrol the lot, and due to the presence of arrest authority if disturbances occur at the impound lot, or if persons attempting to pick up vehicles or property are determined to have active warrants. However, the security functions could be provided by non-sworn security officers like those used elsewhere within the department, and the occasional need for arrests could easily be handled by patrol officers.

There is also no compelling reason for sworn supervisors. Non-sworn supervision would work for the entire facility.

RECOMMENDATION 4-13

As soon as possible, reassign all sworn personnel to more critical duties. The same type of security personnel used at the entrance to the Police Building could be used effectively at this location in place of police officers. There is no need for sworn officers at this location. This would free up at least 13 sworn officers and three Sergeants for assignment to patrol. Two Security Officers should be placed on each shift to perform outside duties, and the remainder of the personnel should be regular civilian employees.

IMPLEMENTATION STEPS

1. Create a plan for the replacement of sworn personnel. Fill any sworn position that becomes vacant with a civilian employee.
2. If possible, transfer existing vacant civilian positions to the

Impound Lot to free up sworn personnel. This will be determined during the overall departmental staffing review that is recommended elsewhere in this report.

3. If civilian positions cannot be identified for reassignment, additional positions will have to be secured through the budget process.

FISCAL IMPACT

No fiscal impact should occur by reassigning existing staff.

FINDING 4-14

The impound lot has poor physical security. The Impound Lot has no video surveillance and has very poor lighting. The poor security for the lot has in part served to justify the use of sworn officers. Officers now conduct routine patrol through the facility. The fencing around the impound lot is easily breached and has allowed theft from the lot to occur. The fence has been cut at least once in the past year and four thefts from vehicles were reported during the year.

RECOMMENDATION 4-14

Outfit the Impound Lot with better lighting and video surveillance equipment. The use of better lighting, alarms, and surveillance equipment would greatly diminish the need for sworn officers, and should reduce breaches in security and incidents of loss from vehicles and the lot.

IMPLEMENTATION STEPS

1. Develop an overall security plan for the Impound Lot. Lighting, fencing, alarms, cameras, and access control should all be elements of this plan.
2. Present the recommendations to the Chief of Police and the Command Staff.
3. All adopted recommendations should be implemented immediately if funds allow.

FISCAL IMPACT

The security improvements recommended above should cost approximately \$100,000.

FINDING 4-15

Many vehicles/pieces of equipment in storage at the lot have been in inventory for several years. We observed numerous vehicles and other items that due to their condition appeared to have been in storage for very long periods of time. Many vehicles are in storage awaiting determination by insurance companies concerning claim settlement. The computerized inventory system (TraQ) is not being maintained

adequately. A field audit of the impound lot showed a total of 4,868 vehicles contained in the TraQ system, more than double the number actually in inventory. A manual log is maintained as the actual record, which is a duplication of effort.

RECOMMENDATION 4-15

Undertake a comprehensive inventory of the lot. We observed numerous vehicles and items that appear to have been on hand for several years. It is likely that considerable space could be freed up if some of these items could be removed. MNPD should also work with the Finance Department to sell all surplus items, where possible, through the on-line property auction Internet site. An audit should also determine if appropriate charges are being paid by insurance companies using the lot for storage of their vehicles.

IMPLEMENTATION STEPS

1. The Strategic Deployment Division should assist the Vehicle Impound Section in conducting a comprehensive inventory of all vehicles and equipment currently on hand in the impound lot.
2. Building on the findings of the inventory, a specific policy should be developed concerning the length of time that certain types of vehicles and equipment may be held and the fees that should be charged for storage. All items in storage should be subject to a fee.
3. Any items found to have been in the Impound Lot longer than desired should be targeted for removal by whatever means possible.

FISCAL IMPACT

The actual inventory and policy development will not have a fiscal impact. After the inventory is completed it is expected that numerous vehicles and other items will be identified that can and should be either sold for storage or returned to the lawful owner after settlement of storage fees.

FINDING 4-16

More covered and inside storage is needed for such items as motorcycles, scooters, riding lawn mowers, and miscellaneous power equipment. Many valuable items are being damaged by exposure to the elements. This not only damages privately owned items, but also decreases the value of many items that may be sold at auction for the benefit of the government.

RECOMMENDATION 4-16

Additional covered/inside storage should be provided for items that are not suited for storage in the open. For items later sold at auction such protection could significantly increase the price obtained for the government.

IMPLEMENTATION STEPS

1. As part of the overall department space needs study, the need for more covered storage for the Impound Lot should be considered.
2. The covered storage space should be designed and construction plans created.
3. The new covered storage space should be constructed.

FISCAL IMPACT

The cost of the facilities study has been recommended earlier in this report.

4.10 Warrants Section

This Section handles the serving of warrants and assists with prisoner transport within the local area and region. The Fugitive Unit handles out-of-state transport. Unique in Tennessee, due to the consolidated government of Nashville-Davidson County, is that the role of the Sheriff is limited to service of civil process and orders of the court. The Sheriff's Office does not serve criminal warrants. In other counties this would be a potential area of duplication. However, in Davidson County, MNPd is the only agency actively serving criminal warrants, which is not typically the case. This serves to make this function even more critical than it would be otherwise.

FINDING 4-17

A backlog of approximately 48,000 unserved warrants exists. These are warrants in the computer waiting to be served. The figure contains all active warrants. Some of these warrants will be for minor violations, and some will be for serious felony offenders. Included in these warrants will also be expired misdemeanor warrants (over two years old), warrants for deceased persons, or persons in jail in some other jurisdiction. The existence of these warrants hinders the department in efficient service of valid warrants, and may subject the department to unnecessary liability due to the potential for false arrest on invalid warrants that may be improperly served.

RECOMMENDATION 4-17

An inventory of the warrants should be conducted to determine how many invalid warrants (e.g., out of date, named party deceased) can be eliminated. There are an unknown number of invalid warrants on file. By eliminating these invalid warrants, a more effective and efficient warrant service system can be created.

IMPLEMENTATION STEPS

1. A process should be created for the routine inventory of all warrants assigned to the MNPB.
2. Maintaining the warrants should be assigned to a specific individual or individuals and an initial comprehensive inventory conducted.
3. An inventory of the warrants should be conducted on an ongoing basis.

FISCAL IMPACT

The development of the warrant inventory process would present no fiscal impact. Once created, this is a low level clerical process that could be easily carried out. However, it will require additional staff to maintain. As part of the overall review of department staffing, one additional clerk should be identified who can be reassigned to this function.

FINDING 4-18

A workload study should determine if there is a need for more warrant officers. Based on our limited review of this area and the backlog of work, it would seem likely additional officers are required. A critical weakness in the warrants function is the fact that no group of officers are used primarily to serve warrants, the very thing that would be expected to be the main function of this section. This absence means numbers of known violators are free to continue criminal activity. While Warrant Section officers will go into the field on specific tips about wanted persons, their primary duties revolve around the handling of walk-ins (persons coming in to turn themselves in on warrants) and various prisoner transport responsibilities. About two-thirds of the total arrests made by Warrant Section officers are on walk-ins. Many of these come about as the result of letters that are sent to persons for whom misdemeanor warrants are held.

RECOMMENDATION 4-18

Sufficient officers should be assigned to the unit to allow the assignment of a squad of officers specifically to carry out service of criminal warrants in the field as a full-time duty. Priority should be given to service of felony warrants and warrants for known and serious offenders. The prompt arrest of serious offenders has been established as an excellent means by which to prevent many other serious crimes that otherwise may be committed by persons that could be in custody. This category of warrants are those that should be the most aggressively pursued. Four officers and a Sergeant should be assigned to this duty.

IMPLEMENTATION STEPS

1. Determine the number of warrant officer positions that are required to carry out the duties of the Warrant Section.
2. Allocate a number of these positions for a Warrants Service Unit. This unit will focus on arrest of serious offenders.
3. Develop criteria for the deployment of this unit for the maximum effect.
4. Deploy the unit.

FISCAL IMPACT

This unit should be created by a reallocation of existing personnel. The use of current staff would eliminate any significant fiscal impact.

FINDING 4-19

Mental patient transport and evaluation details absorb much of the unit's time. In January 2002 there were 76 mental patient transports. These were trips transporting persons for mental evaluations to various hospitals or mental health facilities within the county. Many of these facilities have hospital or University Police or security forces that could assist with this duty.

In other counties the Sheriff would carry out this function. In Nashville-Davidson County the MNPd is the "chief law enforcement agency" instead of the Sheriff. This has brought MNPd into this function. Tennessee state law requirements further complicate the situation for MNPd.

RECOMMENDATION 4-19

MNPd should work with the existing health task forces, which should include the major medical facilities, to develop a workable solution that minimizes the impact to patrol officers while also complying with state requirements. This is an area in which the medical facilities have a considerable stake. Rather than a public safety issue, this is primarily a workload and organizational responsibility issue.

IMPLEMENTATION STEPS

1. Work with existing health task forces to address security issues surrounding mental patients at area health care facilities. Among the issues to be addressed would be the transportation of persons undergoing mental evaluations and the standing by of officers while transported persons undergo these evaluations.
2. Determine the range of security issues present at these facilities.

3. Determine the obligations of each agency/organization.
4. Propose changes in procedures (or law) that may be appropriate.
5. Adopt changes.

FISCAL IMPACT

This recommendation would not generate a fiscal impact. However, if the work group could identify a means by which some of this workload could be shifted to other organizations, this would free up field officer time for other duties.

FINDING 4-20

The master warrant log maintained on the police computer system is not sorted by zone. This means an officer has to be familiar with one of the 48,000 names to be on the lookout for wanted persons in his or her area. If warrants were sorted by zone it would be much more practical for zone officers to routinely check their patrol areas for wanted persons.

RECOMMENDATION 4-20

A process for informing Patrol officers of the existence of warrants in their zones should be established. By giving patrol officers information about wanted persons in their patrol areas, this would greatly increase the chances of serving warrant on wanted persons.

IMPLEMENTATION STEPS

1. A work group of Patrol Officers, Information and Technology staff, and Warrant Section Staff should be established to develop such a system.
2. The work group should explore options for better notification of officers of existing warrants in their patrol areas and/or involving serious offenders.
3. Specific recommendations should be developed.
4. These recommendations should be presented to the Chief and the Command Staff for review. Adjustments as necessary should be made.
5. A specific process should be adopted and implemented.

FISCAL IMPACT

It is not anticipated that this recommendation will present a fiscal impact. Existing resources should be capable of absorbing the expected minimal cost of developing an enhanced reporting system.

4.11 Youth Services Division

Youth Services is essentially the department's juvenile function. This area investigates crimes against children and by children. It works closely with the School Services Division in the Uniform Services Bureau.

FINDING 4-21

This area overlaps with School Services. Many of the responsibilities of this division are identical to those of the School Services Division. They differ only due to the location on a school campus. From the standpoint of an outside observer, it is impossible to tell where one division starts and the other ends. Some crimes are handled by one unit or the other based only on location or time of day. Either division could handle many investigations. Personnel in both divisions indicated it is common to determine who will work a particular case on the basis of discussions between supervisors, as it may not be clear on the surface.

RECOMMENDATION 4-21

A neutral assessment of the goals and objectives and responsibilities of the School Services and Youth Services Divisions should be conducted. Especially in light of the recommendation to eliminate the School Services Division and transfer those personnel to the Patrol Sector Stations, it is important to make sure that the functions and duties of these two divisions are clarified. From our observation, it seems some of the investigative functions of Youth Services and School Services should be combined. This would combine all "juvenile" investigative activity and should improve communication and may provide opportunity for reduction in the number of total personnel in these functions.

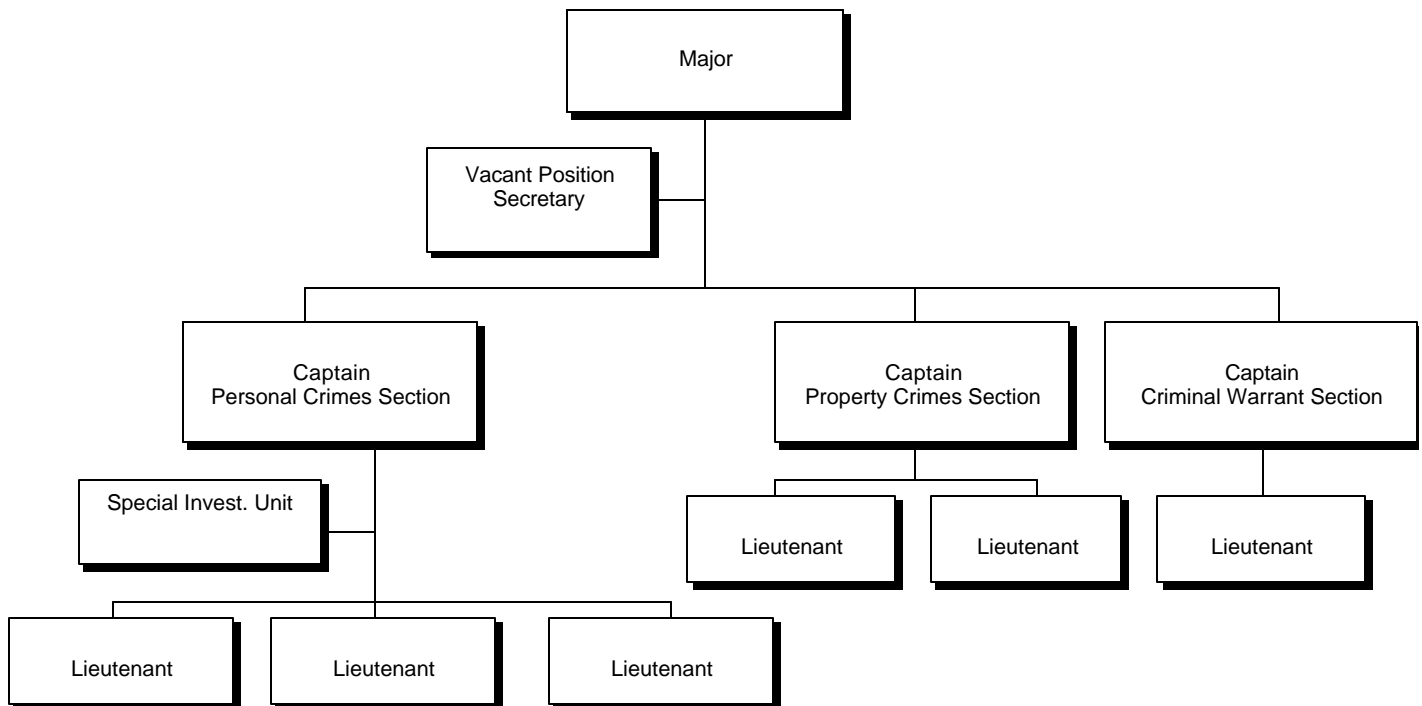
IMPLEMENTATION STEPS

1. The Strategic Deployment Division, in conjunction with ISB and Operations personnel, should review the duties and responsibilities of Youth Services and School Services personnel.
2. Specific recommendations should be formulated for the most effective separation of duties or combination of functions. The deployment of the former School Services Division staff to the Sector Stations should also be reviewed so they can be used most effectively.
3. These recommendations should be presented to the Chief and senior staff.
4. Specific recommendations should be adopted.

FISCAL IMPACT

There will be no fiscal impact from this review of duties. However, if significant duplication of tasks or functions is identified, it may be possible to reduce the number of staff assigned to these functions. The most likely outcome is a clarification of responsibilities, so that the effectiveness of both areas can be enhanced by a better utilization of existing staff.

**EXHIBIT 4-2
CRIMINAL INVESTIGATION DIVISION ORGANIZATIONAL CHART**



**EXHIBIT 4-3
IDENTIFICATION DIVISION**

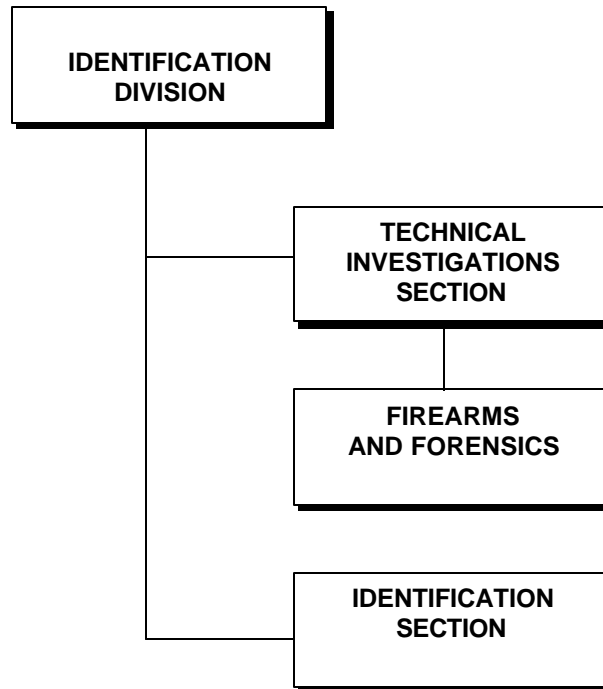


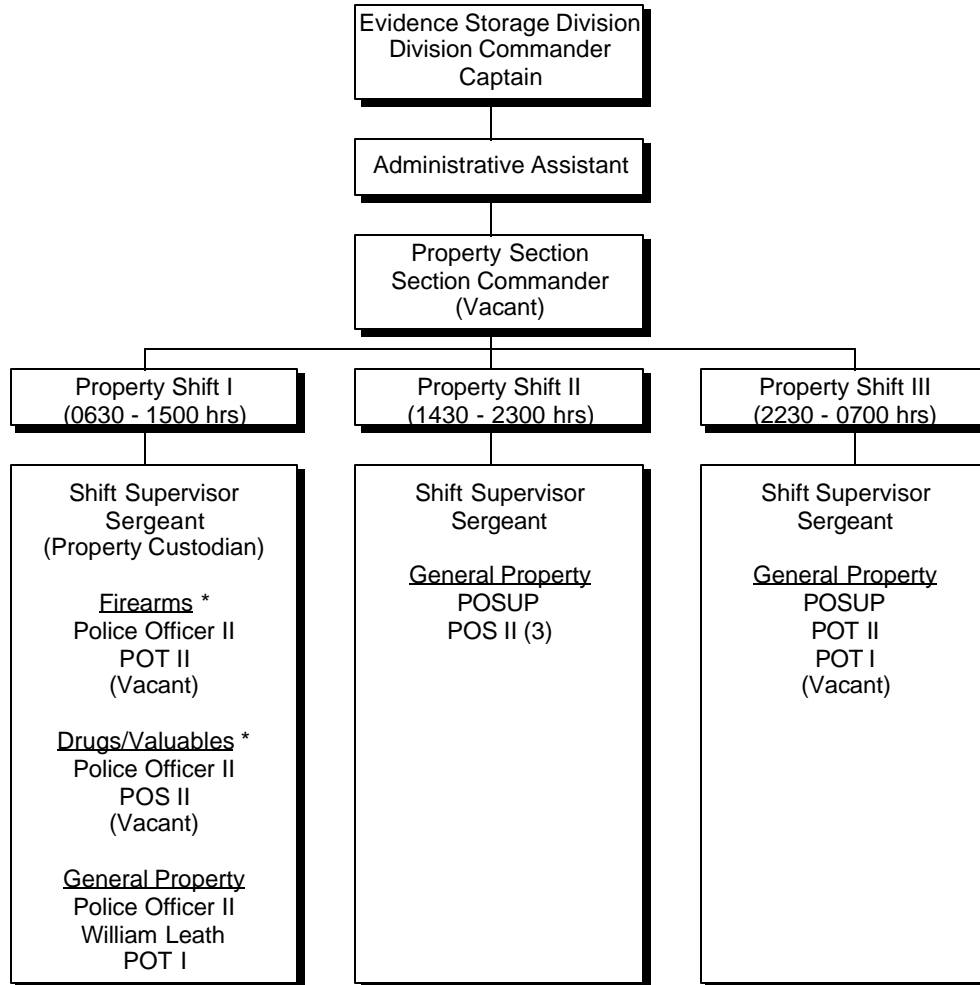
EXHIBIT 4-4

EVIDENCE STORAGE DIVISION

Property Section

ORGANIZATIONAL CHART

January 2002

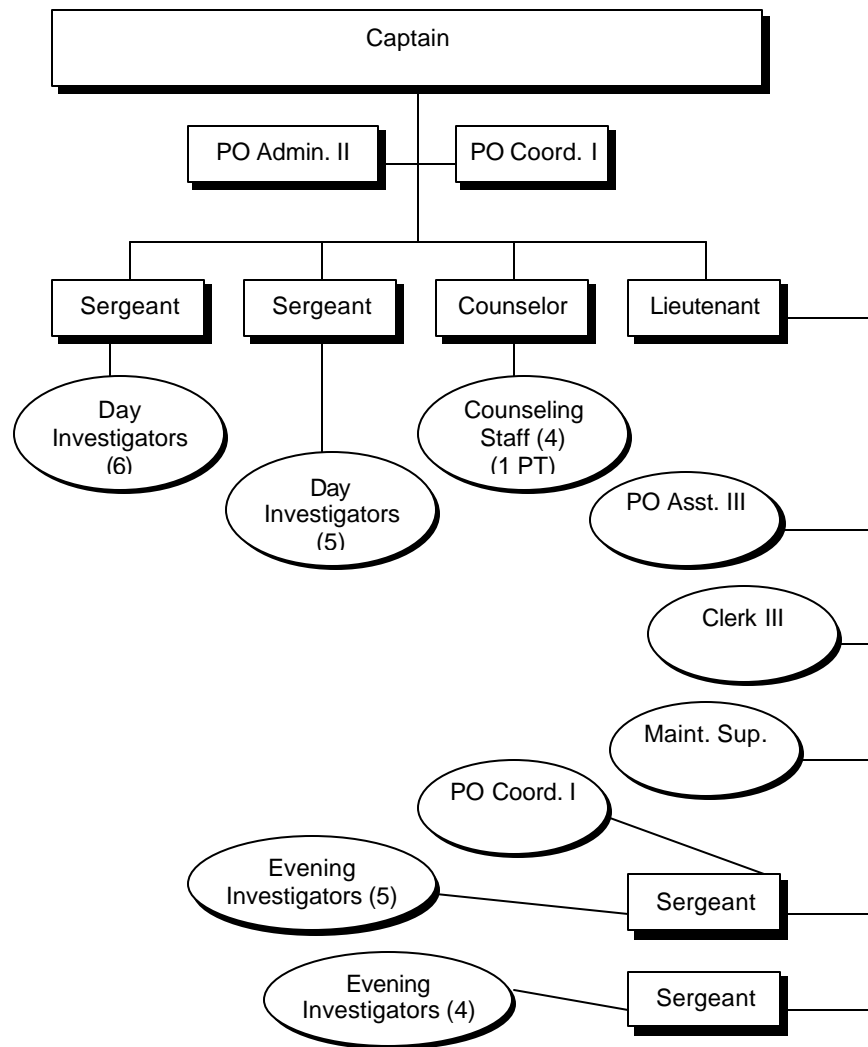


*Although designated as Firearms and Drug/Valuables Custodians (which are primarily responsible for performing duties exclusive to their respective assignments), these personnel also assist with General Property, as needed, or as directed by the shift supervisor.

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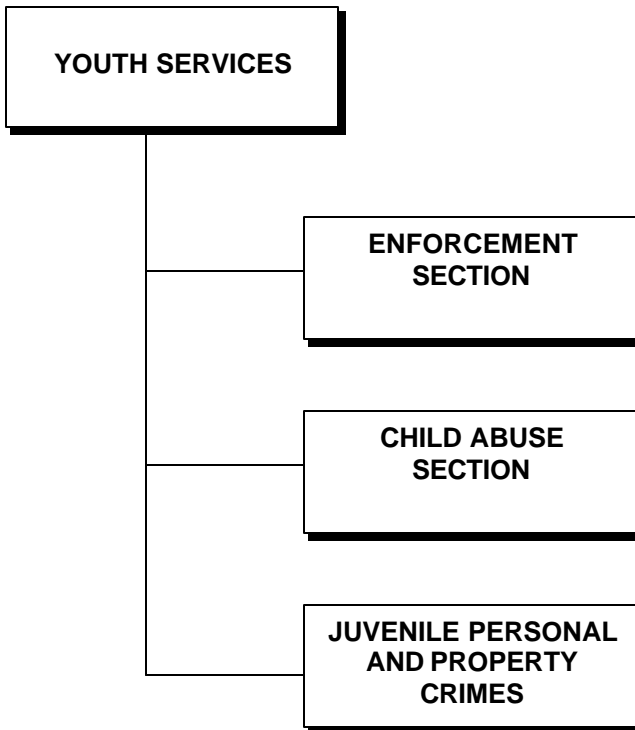
EXHIBIT 4-5
METROPOLITAN NASHVILLE POLICE DEPARTMENT
DOMESTIC VIOLENCE DIVISION

Organizational Structure
 January 2, 2002

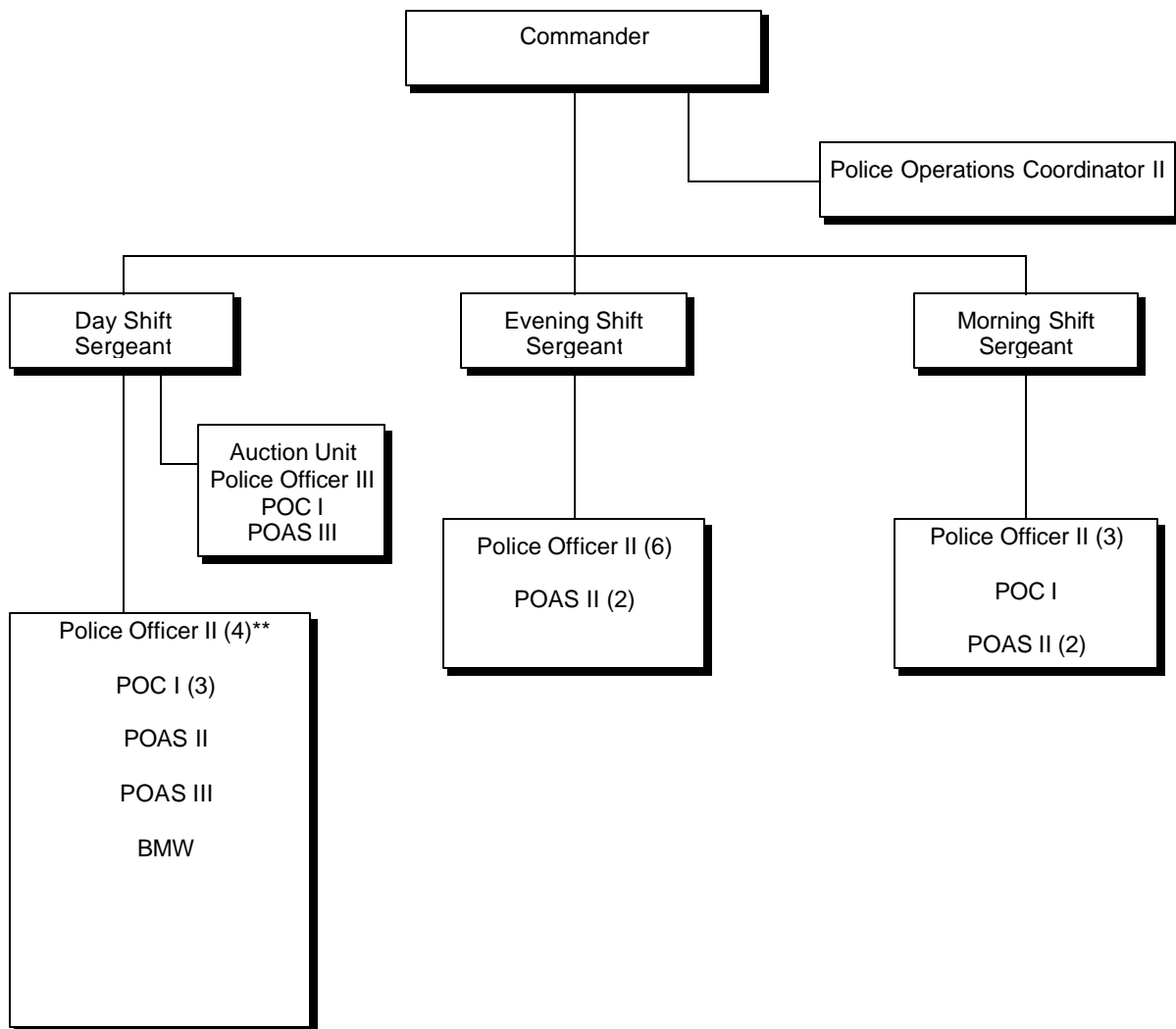


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**EXHIBIT 4-6
YOUTH SERVICES DIVISION**



**EXHIBIT 4-7
VEHICLE IMPOUND DIVISION**



**EXHIBIT 4-8
VICE DIVISION**

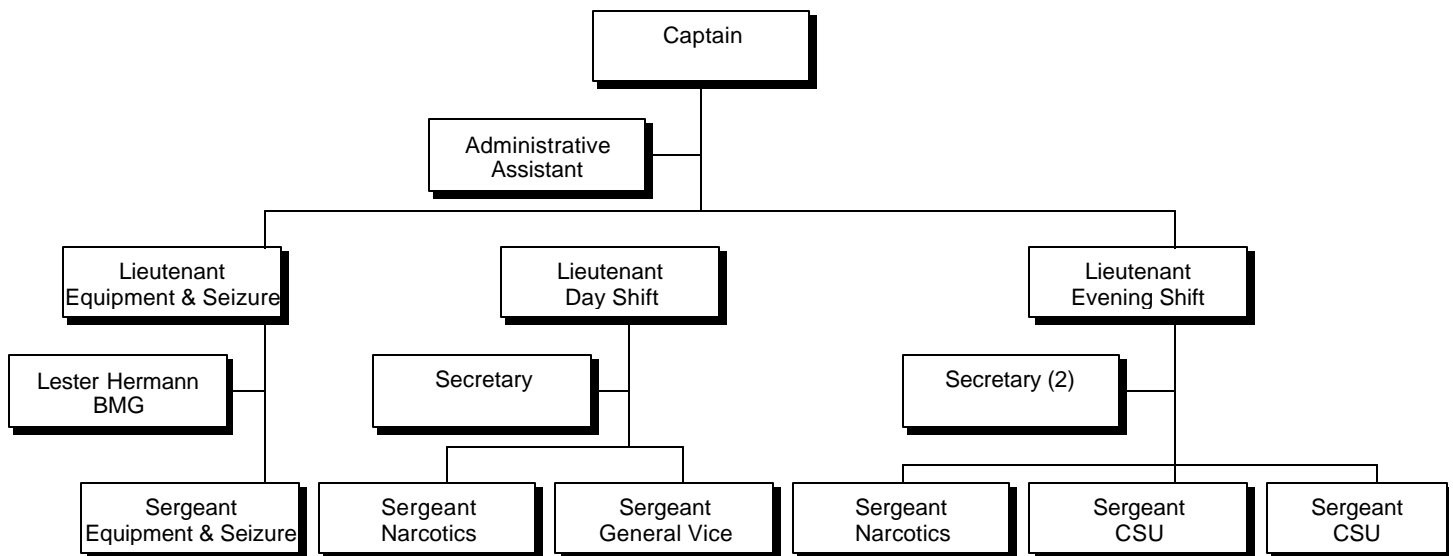


EXHIBIT 4-9
PERSONAL CRIMES ORGANIZATIONAL CHART

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EXHIBIT 4-10 PROPERTY CRIMES SECTION

